

Message Text

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ACTION AF-10

INFO OCT-01 ISO-00 SS-15 SP-02 PER-01 SIG-01 A-01
MMO-01 EB-08 SCA-01 IO-13 INR-07 PM-04 CU-02
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R 181410Z APR 77
FM AMEMBASSY NAIROBI
TO SECSTATE WASHDC 7530

C O N F I D E N T I A L SECTION 1 OF 3 NAIROBI 4772

STADIS//////////

E.O. 11652: GDS
TAGS: AMGT, PFOR, KE
SUBJECT: PARM - ANNUAL POLICY AND RESOURCE ASSESSMENT -
PARTS II AND III

REF: CERP 0001, STATE 38356, NAIROBI 4101

1. HERewith PARTS II AND III OF SUBJECT ASSESSMENT.

2. PART II: RESOURCE ASSESSMENTS (STATE)

A. EXECUTIVE AND POLITICAL: COORDINATION OF THE
MISSION'S ACTIVITIES, WHICH HAVE GROWN STEADILY IN SIZE AND
DIVERSITY, PLACES SUBSTANTIAL DEMANDS ON THE AMBASSADOR AND
DCM. NEGOTIATING AND MONITORING OUR ARRANGEMENTS FOR
UNILATERAL MILITARY ACTIVITIES AND SECURITY ASSISTANCE TO
KENYA ALSO ABSORB MUCH OF THE ATTENTION OF THE EXECUTIVE
SECTION. THE POLITICAL SECTION, IN ADDITION TO ITS
TRADITIONAL RESPONSIBILITIES IN REPORTING AND A GROWING
AGENDA OF MULTILATERAL AFFAIRS, IS THE FOCAL POINT FOR
MILITARY MATTERS IN THE ABSENCE OF A PERMANENT MILITARY
PRESENCE IN THE MISSION. GIVEN KENYA'S STRONG POLICY
OF CIVILIAN CONTROL OF THE MILITARY, THIS CLOSE
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INTEGRATION OF MILITARY AND POLITICAL FUNCTIONS
SHOULD CONTINUE IN FUTURE, EVEN AFTER ARRIVAL OF 14
MILITARY OFFICERS, DOD CIVILIANS AND CONTRACTOR
PERSONNEL FOR PERIODS OF UP TO TWO YEARS IN CONNECTION
WITH SALE OF F-5 AIRCRAFT TO KENYA. THESE PERSONNEL
WILL BE ATTACHED TO THE POLITICAL SECTION FOR ORGANIZATIONAL
AND ADMINISTRATIVE PURPOSES. THE CURRENT LEVEL OF

RESOURCES IS ADEQUATE EXCEPT DURING PEAK PERIODS OF ACTIVITY, WHEN SECRETARIAL SUPPORT IS SEVERELY OVERBURDENED. THE EMBASSY BELIEVES TEMPORARY BORROWING OF SECRETARIAL HELP FROM OTHER ELEMENTS OF THE MISSION AND THE PERIODIC LOCAL HIRING OF PART-TIME DEPENDENT EMPLOYEES WILL ENABLE IT TO MEET ANTICIPATED REQUIREMENTS IN THE EXECUTIVE, POLITICAL AND SECURITY ASSISTANCE AREAS IN THE NEXT TWO YEARS. FOR THE PURPOSES OF DETERMINING SUFFICIENCY OF RESOURCES, WE ARE ASSUMING THE CONTINUED AVAILABILITY OF A JUNIOR OFFICER ROTATIONAL POSITION IN THE POLITICAL SECTION.

B. ECONOMIC-COMMERCIAL: RESOURCE ALLOCATION FOR FULFILLING ECONOMIC-COMMERCIAL OBJECTIVES AND COURSES OF ACTION APPEARS OPTIMAL AT PRESENT, A SITUATION WHICH HAS PERHAPS RESULTED AS MUCH FROM THE NATURAL EVOLUTION OF OUR INTERESTS IN KENYA AS FROM DESIGN. THE FOCUS OF ACTIVITIES IN THE ECONOMIC/COMMERCIAL SECTION IS PRINCIPALLY ON U.S. PRIVATE INVESTMENT, AND SECONDLY, DEVELOPMENT, WITH THE RESOURCES SPENT IN TERMS OF OFFICER HOURS ON TRADE PROMOTION NOT AS DOMINANT AS IN MANY U.S. MISSIONS. ECONOMIC ANALYSIS IS GIVEN CONSIDERABLE ATTENTION, SINCE IT IS DIRECTLY RELATED TO INVESTMENT PROSPECTS AND DEVELOPMENT PLANNING. THESE PRIORITIES RECOGNIZE THAT: (A) KENYA IS ONE OF THE FEW HOSPITABLE, ATTRACTIVE PLACES FOR A SECURE, PROFITABLE INVESTMENT IN AFRICA; (B) OUR STRATEGIC INTERESTS AND THE EXEMPLARY VALUE OF A MODERATE, PROGRESSIVE STATE WHICH STILL RETAINS A FAITH IN PRIVATE ENTERPRISE, ARGUE FOR AN INCREASING FLOW OF PRIVATE
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AND PUBLIC DEVELOPMENT ASSISTANCE; (C) THOUGH WE ENDORSE THE GOAL OF BOOSTING AMERICAN EXPORTS, WE ARE GETTING LITTLE SUPPORT FROM AMERICAN FEDERAL, STATE, OR CITY GOVERNMENTS IN THE WAY OF DIRECT TRADE PROMOTIONAL EVENTS SUCH AS TRADE MISSIONS OR TECHNICAL SALES SEMINARS. OUR TRADE PROMOTION EFFORTS, THEREFORE, ARE RELEGATED TO THE REPORTING OF MAJOR PROJECTS, HARANGUING OF EXIMBANK FOR FINANCING WHICH EXIM WOULD RATHER APPORTION TO BIGGER PROJECTS OUTSIDE AFRICA, AND VARIOUS IMAGE-BUILDING ACTIVITIES.

C. CONSULAR: THE NUMBER OF AMERICAN OFFICIAL AND UNOFFICIAL RESIDENTS IN KENYA HAS SHOWN A STEADY UPWARD TREND, WHILE THE LEVEL OF TEMPORARY VISITORS REMAINS HIGH DESPITE THE ADVERSE IMPACT OF POLITICAL TENSIONS IN OTHER COUNTRIES OF AFRICA. THERE IS AN ADDED BURDEN ON CONSULAR RESOURCES IN PROVIDING SERVICES TO AMERICANS RESIDENT IN UGANDA, AS WELL AS VISA SERVICES FOR UGANDANS AND ADVICE TO A LARGE NUMBER OF REFUGEES FROM COUNTRIES

NEIGHBORING KENYA. PASSPORT AND VISA SERVICES HAVE ALSO BEEN PROVIDED FOR THE SEYCHELLES, OWING TO LENGTHY DELAYS IN DELIVERY OF NECESSARY EQUIPMENT TO AMEMBASSY VICTORIA, BUT THIS DEMAND ON RESOURCES IS EXPECTED TO BE REDUCED IN THE NEAR FUTURE. RESOURCES APPEAR ADEQUATE BUT NOT EXCESSIVE, ESPECIALLY IN LIGHT OF THE FACT THAT JUNIOR OFFICER POSITION IS FILLED BY A NEW RETATIONAL OFFICER WITHOUT PREVIOUS CONSULAR EXPERIENCE APPROXIMATELY EVERY EIGHT MONTHS.

D. ADMINISTRATION: GROWTH OF EMBASSY STAFF, DOUBLING OF OFFICIAL VISITORS IN PAST YEAR OR TWO, SUPPORT REQUIREMENTS FOR INTERNATIONAL CONFERENCES, CONSTRUCTION PROGRAM FOR NEW CHANCERY, AND LOGISTICS NEEDS OF U.S. MILITARY PROGRAMS HAVE STRETCHED THE RESOURCES OF THE ADMINISTRATIVE STAFFING TO THE LIMIT. IF THE POST CONTINUES TO GROW AT THE RATE IT HAS THE PAST YEAR AND A HALF, ANOTHER GENERAL
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SERVICES OFFICER WILL BE REQUIRED. MINIMUM ADDITIONAL RESOURCES REQUIRED IN THE NEXT TWO YEARS ARE SHOWN IN PART III.

E. COMMUNICATIONS: ALTHOUGH NAIROBI ORIGINATED MORE MESSAGES IN 1976 THAN ANY OTHER AF POST, STAFFING HAS REMAINED ADEQUATE THROUGH THE USE OF OVERTIME AND INCREASED EFFICIENCY OF FS LOCALS. GROWTH OF COMMUNICATIONS VOLUME MOST LIKELY CAN BE ACCOMMODATED WITH EXISTING PERSONNEL, BUT BUDGETARY RESOURCES WILL PROBABLY NEED TO BE INCREASED TO COVER NECESSARY OVERTIME AND COSTS OF PERFORMING CERTAIN TASKS (I.E., POUCH MOVEMENTS) THROUGH CONTRACT WITH LOCAL FIRMS.
MARSHALL

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ACTION AF-10

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C O N F I D E N T I A L SECTION 2 OF 3 NAIROBI 4772

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F. SECURITY: KENYA'S STATUS AS AN INTERNATIONAL CENTER AND ITS MODERATE POLITICAL STANCE HAVE MADE IT A POTENTIAL TARGET OF TERRORISTS. FOR EXAMPLE, IN 1976 THERE WAS AN ATTEMPTED ATTACK ON AN EL AL AIRCRAFT AT NAIROBI AIRPORT. ALTHOUGH AMERICANS HAVE NOT BEEN IDENTIFIED AS PRIMARY TARGETS, THEY COULD BECOME TARGETS AT ANY TIME. RESOURCES DEVOTED TO PHYSICAL SECURITY HAVE HAD TO BE INCREASED; NO INCREASE IN PERSONNEL IS ANTICIPATED UNDER PRESENT CONDITIONS. SECURITY PERSONNEL HAVE REGIONAL RESPONSIBILITIES WHICH MAY ALSO GROW; HOWEVER, RESOURCES APPEAR TO BE ADEQUATE FOR THE NEXT TWO YEARS.

G. REGIONAL OFFICES: ONE OF MAIN U.S. INTERESTS IDENTIFIED IN PART I IS OUR ABILITY TO PLACE REGIONAL OFFICES IN NAIROBI. OF THE REGIONAL OFFICES STAFFED BY STATE PERSONNEL, REGIONAL BUDGET AND FISCAL OFFICE HAS BEEN THE MOST SEVERELY HANDICAPPED BY INSUFFICIENT RESOURCES, LARGELY AS RESULT OF LONG VACANCIES IN AUTORIZED POSITIONS. RESOURCES SHOULD BE ADEQUATE IF POSITIONS CAN BE KEPT FILLED. OTHER REGIONAL OFFICES, WITH THE EXCEPTION OF THE REGIONAL COMMUNICATIONS OFFICE, APPEAR TO HAVE ADEQUATE RESOURCES TO COVER THEIR ASSIGNED POSTS. THE RCO HAS ADVISED THAT IF THE CONFIDENTIAL

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PROJECTED GROWTH RATE OF THE STATE COMMUNICATIONS SYSTEM (TERP, WATTS, STIP) MATERIALIZES, RCO REQUIREMENTS FOR PERSONNEL RESOURCES WILL INCREASE BY ONE POSITION IN NAIROBI FOR FY-79.

3. RESOURCE ASSESSMENTS (OTHER AGENCY)

A. AID: THE ACTIVITIES OF AID/KENYA ARE CLEARLY SUPPORTIVE OF U.S. INTERESTS. RESTATED IN THE CONTEXT OF ECONOMIC ASSISTANCE, THESE OBJECTIVES ARE: ECONOMIC DEVELOPMENT FOR ITS OWN SAKE; ECONOMIC DEVELOPMENT AS A SUPPORT FOR POLITICAL STABILITY; DEMONSTRATION OF ECONOMIC BACKING FOR A STRATEGIC, FRIENDLY COUNTRY; AND, TO MINOR EFFECT, RATIFICATION OF U.S. BELIEF IN THE PATH TO ECONOMIC DEVELOPMENT WHICH KENYA HAS SELECTED, I.E., ONE WHICH ACCORDS AN ACTIVE ROLE TO THE PRIVATE SECTOR. THE PROGRAMS TO ACHIEVE THESE OBJECTIVES ALSO HAVE

IMPORTANT HUMANITARIAN BENEFITS.

AID'S EMPHASIS IN KENYA HAS BEEN ON AGRICULTURE AND CURBING POPULATION GROWTH. THE DIFFICULTY OF AID'S EXERTING LEADERSHIP IN KENYA TOWARD LIMITING POPULATION GROWTH IS EVIDENT. WITHOUT DEFEATISM WE MUST ADMIT THAT THE BILATERAL AID MISSION CANNOT WORK MIRACLES IN THE POPULATION AREA BEFORE KENYA HAS COME TO ITS OWN DETERMINATION, EFFECTIVELY EXPRESSED, TO LIMIT GROWTH. IN CONTRAST, HOWEVER, AID HAS A GENUINE OPPORTUNITY TO PROVIDE LEADERSHIP IN AGRICULTURE.

IN THE EMBASSY'S OPINION, AID'S FOCUS SHOULD BE ADJUSTED WITH RESPECT TO AGRICULTURAL PRIORITIES. THOUGH IT IS TRUE THAT AID MUST FOLLOW THE PRIORITIES SET BY THE KENYAN GOVERNMENT ITSELF, WHICH IN TURN OFTEN TAKES ITS CUE FROM THE WORLD BANK, ONE OF THE MOST HELPFUL CONTRIBUTIONS AID COULD MAKE WOULD BE TO PERSUADE THE KENYA GOVERNMENT THROUGH STEADY LOW-KEY INSINUATIONS TO

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STRIKE OUT IN MORE IMAGINATIVE DIRECTIONS WITH RESPECT TO AGRICULTURAL DEVELOPMENT. AID'S PROGRAM SEEMS SOMEWHAT DERIVATIVE--DEPENDENT ON THE WORLD BANK'S LEADERSHIP TO AN UNNECESSARY DEGREE. AID'S PROJECTS FOR PROVIDING PRODUCTION CREDITS TO FARMERS AND RANCHERS, SOME OF THEM IN THE SO-CALLED NON-PROGRESSIVE (EQUITY) CATEGORY, AND TO CONSTRUCT OR IMPROVE FEEDER AND FARM-TO-MARKET ROADS--MOSTLY IN HIGH OR MEDIUM-POTENTIAL DISTRICTS--ARE USEFUL, BUT AID SHOULD HELP KENYA TO ELEVATE ITS AIM. IT SHOULD ACCEPT THE MUCH GREATER CHALLENGE POSED BY THE SEMI-ARID DISTRICTS AND, IF THE KENYAN GOVERNMENT WILL LET IT, BOLDLY SET A PACE IN OPENING UP THE DRYLANDS TO FOOD PRODUCTION, DEMOGRAPHIC RELIEF, AND POSSIBLY EXPORTS. ALTHOUGH AID IS HELPING TO DEVELOP RANCHES AND RANGES IN THE ARID NORTHEAST, AN EXCELLENT COURSE OF ACTION IN MANY WAYS, THE RESULTS WILL NOT BE TOO GREAT IN TERMS OF STIMULATING FOOD PRODUCTION AND EMPLOYMENT. AID IS ALSO ABOUT TO UNDERTAKE A STUDY OF MARGINAL AND SEMI-ARID LANDS, BUT THE STUDY, LONG OVERDUE, WILL BE INEFFECTUAL IF LEFT TO THE ACADEMICS, WHO WILL NORMALLY NOT HAVE THE DECISION-MAKING POWER OR VISION TO CHANNEL THE STUDY'S RESULTS INTO URGENT PROJECT DESIGN AND EXECUTION. IN OTHER WORDS, IN THE OPINION OF THE EMBASSY, AID SHOULD MAKE A LARGER COMMITMENT TO REHABILITATING THE DRYLANDS SOONER.

WASHINGTON SHOULD CAST AN EXTREMELY SKEPTICAL EYE ON THE FAST-BREEDER EFFECT WHICH ANY PROJECTED INCREASE IN WORKLOAD SEEMS TO HAVE ON AID STAFF LEVELS. A CRITICAL

LOOK WOULD BE TIMELY BECAUSE WE BELIEVE THE UNITED STATES SHOULD GRADUALLY INCREASE ITS ECONOMIC ASSISTANCE TO KENYA, COMMENSURATE WITH THE COUNTRY'S GROWING POLITICAL AND ECONOMIC IMPORTANCE.

B. USIS: KENYA IS AN OPEN SOCIETY AND CURRENT EFFORTS TO INFLUENCE ELITE OPINION APPEAR TO BE ON TARGET.
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RESOURCES ARE ADEQUATE, EXCEPT THAT A SOMEWHAT GREATER EFFORT TO REACH STUDENTS APPEARS JUSTIFIED, SINCE THIS GROUP IS PERHAPS THE MOST LIKELY TO PUSH FOR RADICAL POLITICAL CHANGE. EXPANSION OF THE USIS LIBRARY AND FUNDING OF AN ADDITIONAL U.S. FULBRIGHT PROFESSION WOULD ENHANCE IMPACT IN THIS CRITICAL AREA.

C. PEACE CORPS: KENYA AFFORDS A HOSPITABLE ENVIRONMENT FOR VOLUNTEER WORK, AND THE RELATIVELY HIGH LEVEL OF RESOURCES EXPENDED BY COMPARISON WITH OTHER DEVELOPING COUNTRIES IS PROPER. IN GENERAL, THE PROGRAM IS EXCELLENT. NONETHELESS, THE POTENTIAL FOR GOOD WILL CREATED BY THE PEACE CORPS HAS YET TO BE MAXIMIZED BY ADEQUATE PUBLICITY.

BOLUNTEERS WITH TALENTS IN THE TECHNICAL AREA ARE TO BE PREFERRED TO GENERALISTS, THOUGH THE VALUE OF HARD-WORKING VOLUNTEERS WHOSE PRIMARY CONTRIBUTION IS AS A CATALYST FOR ENERGIZING AND MANAGING LOCAL RESOURCES SOMETIMES EXCEEDS EXPECTATIONS. THE LATTER CATEGORY OF VOLUNTEER, HOWEVER, SHOULD BE MORE RIGOROUSLY ASSESSED AT THE END OF A DEFINITE INTERVAL, WITH RESULTING TERMINATIONS MORE WIDELY APPLIED.

D. AGRICULTURE: THE REGIONAL ATTACHE CONTRIBUTES BOTH TO EVALUATION OF DEVELOPMENT PRIORITIES AND TO EXPORT PROMOTION, AS WELL AS PROVIDING ANALYSIS OF TRENDS IN FOOD PRODUCTION THAT COULD HAVE REGIONAL AND GLOBAL IMPACT. HIS RESOURCES APPEAR ADEQUATE.

4. PART III - STATE PERSONNEL RECOMMENDATIONS.

A. REPROGRAMMING: THE MISSION SEES NO UNDER-UTILIZED RESOURCES IN THOSE ELEMENTS WHICH ARE WITHIN ITS DISCRETION TO REPROGRAM (I.E., EXCLUDING REGIONAL OFFICES).
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C O N F I D E N T I A L SECTION 3 OF 3 NAIROBI 4772

STADIS////////////////////////////////

B. INCREASES/DECREASES: NEW ADMINISTRATIVE POSITIONS
REQUESTED ARE DIRECTLY RELATED TO GROWTH OF
THE MISSION AND INCREASED DEMANDS UPON IT. TWO NEW
CORE POSITIONS WILL BE NEEDED; ONE GENERAL SERVICES
OFFICER AND ONE REGIONAL COMMUNICATIONS TECHNICIAN.

C. LOWER PRIORITY POSITIONS: WE HAVE IDENTIFIED
THE FOLLOWING DIRECT HIRE AMERICAN POSITIONS AS LOWEST
PRIORITY; BOTH ARE REGIONAL POSITIONS, CURRENTLY VACANT,
AND WITHDRAWAL OF THESE POSITIONS WOULD HAVE LITTLE
EFFECT ON THE EMBASSY'S OPERATIONS. WE ASSUME THERE
WOULD BE SOME IMPACT ON REGIONAL OPERATIONS, BUT SINCE
BOTH POSITIONS HAVE BEEN VACANT FOR SOME TIME AND
REGIONAL RESPONSIBILITIES HAVE BEEN MET, THE POSITIONS
MUST BE JUDGED LOWEST PRIORITY.

POSITION NO. 091 (REGIONAL SECURITY SUPERVISOR)

POSITION NO. 097 (REGIONAL NURSE)

THE FOLLOWING FSL POSITIONS ARE JUDGED LOWEST PRIORITY.
LOSS OF THESE POSITIONS WOULD HAVE THE EFFECT OF PLACING
A GREATER BURDEN ON COSTLY AMERICAN DIRECT HIRE PERSONNEL
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THROUGH DIVERSION OF THEIR TIME TO TASKS THAT ARE FULLY
WITHIN THE COMPETENCE OF LOCAL EMPLOYEES. WITHDRAWAL
OF THESE POSITIONS WOULD BE FALSE ECONOMY AT ITS WORST.

POSITION NO. E-78 VOUCHER CLERK

POSITION NO. E-27 DATA PROCESSING SPECIALIST

POSITION NO. E-48 CHAUFFEUR

POSITION NO. E-61 GENERAL CLERK

POSITION NO. E-67 COMMUNICATIONS CLERK

5. MISSION STAFFING CHART.

CURRENT FY 1977

	AMER OFFS	AMER STAFF	FSL PROFES	FSL STAFF
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STATE:

EXECUTIVE	2	2	-	2
POLITICAL	5	1	-	-
ECON/COML	3	1	2	2
CONSULAR	2	-	-	3
ADMINISTRATIVE (OF WHICH)	1	7	2	48
C&R	1	5	-	16

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PERSONNEL	1	-	-	4
GENERAL SVCS	2	-	-	28
REG SECURITY	2	1	1	-
TOTAL ADMIN	7	7	2	48

REGIONAL OFFICES

MEDICAL	2	-	1	1
BUDG FISCAL	4	-	-	25
COMMUN.	1	6	-	-
TECH.	4	1	-	-
TOTAL	30	18	5	81

NOT INCLUDED ARE UNEP, JOT, FBO, CO F, WATCHSTANDERS.

ALL ADMIN POSITIONS ARE CORE EXCEPT ONE REGIONAL BUDGET OFFICER POSITON (048).

	AMER OFFS	AMER STAFF	FSL PROFES	FSL STAFF
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USIA/VOA	7	1	2	19
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TRAINEE IS NOT INCLUDED

AGRICULTURE:	1	1	1	-
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LIBRARY CONGRESS:	1	-	2	8
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PEACE CORPS:	4	-	3	8
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DOD:	2	1	-	-
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AGRI.RESEARCH:	1	-	-	1
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AID:

DIRECT HIRE
EMPLOYEES

USAID/KENYA	24	5	9	45
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REG. AID OFFICES

REDSO/EA	19	2	1	6
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RHUDO	2	-	-	1
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AAG/AFR	9	1	-	2
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USAID/KENYA INCLUDES THE EAST AFRICAN ACCOUNTING CENTER (EAAC) WHICH HAS A REGIONAL RESPONSIBILITY FOR EAST AFRICA.

OTHER AID EMPLOYEES

USAID/KENYA

PASA	14	-	-	-
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CONTRACT/PSC	21	-	-	-
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REDSO

CONTRACT/PSC	1	-	-	-
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THE FIGURES FOR PASA EMPLOYEES REPRESENT AUTHORIZED
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MANPOWER CEILING. THE FIGURES FOR CONTRACT EMPLOYEES
REPRESENT CURRENT ON-BOARD AT POST.

PROJECTED FY 1979

STATE:

EXECUTIVE	2	2	-	2
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POLITICAL	5	1	-	-
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ECON/COML	3	1	2	2
-----------	---	---	---	---

CONSULAR	2	-	-	3
----------	---	---	---	---

ADMINISTRATIVE	1	8	1	7	2	48
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(OF WHICH)

C&R	1	5	-	16
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PERSONNEL	1	-	-	4
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GENERAL SVCS	3	-	-	28
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REG SECURITY	2	1	1	-
--------------	---	---	---	---

TOTAL ADMIN	8	7	2	48
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REGIONAL OFFICES

MEDICAL	2	-	1	1
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BUDG. FISCAL	4	-	-	25
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TECH. 4 1 - 1

TOTAL 30 19 5 81

NOT INCLUDED ARE UNEP, JOT, FBO, CO F, WATCHSTANDERS.

ALL ADMIN POSITIONS ARE CORE EXCEPT ONE REGIONAL
OFFICER POSITION (048).
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